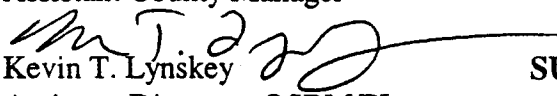




MEMORANDUM

TO: Susanne Torriente, Executive Assistant **DATE:** June 30, 2004
Assistant County Manager

FROM:  Kevin T. Lynskey **SUBJECT:** Review of Animal Services Unit,
Assistant Director - OSBM/PI Miami-Dade Police Department

I am pleased to present the attached report outlining best practices and providing recommendations regarding the Miami-Dade Police Department's Animal Services Unit. In accordance with your request, the Office of Strategic Business Management, Performance Improvement Division concentrated its investigation on issues related to organizational placement, management, funding, service priorities, facilities, and community relations. It is on these areas that the report focuses its recommendations.

For their assistance in research and writing this report, I would like to thank Karen Lett, Christa Erml, Robyn Pariser, and Sarah Ingle.

Attachment

c:

Jennifer Glazer-Moon, Director Designate, Office of Strategic Business Management

**A REVIEW OF THE ANIMAL SERVICES UNIT
OF THE MIAMI-DADE POLICE DEPARTMENT**

MIAMI-DADE COUNTY
OFFICE OF STRATEGIC BUSINESS MANAGEMENT
PERFORMANCE IMPROVEMENT DIVISION

JUNE 30, 2004

TABLE OF CONTENTS

EXECUTIVE SUMMARY	ii
SCOPE	1
BACKGROUND	1
METHODOLOGY	2
FINDINGS AND RECOMMENDATIONS	2
Organizational Placement and Funding.....	3
Service Priorities.....	6
Facilities.....	8
Community Relations and Partnerships.....	10

ATTACHMENTS

- A. Research Contacts
- B. References
- C. Summary of Best Practices
- D. Best Practice Jurisdictions – Organizational Placement
- E. Best Practice Jurisdictions – Financial Summary
- F. Animal Care and Control – Roots and Transformation
- G. “Friends of the Shelter” Comparison
- H. Best Practice Jurisdictions – Operational Summary
- I. Advisory Board Comparison

EXECUTIVE SUMMARY

At the request of the County Manager, the Office of Strategic Business Management, Performance Improvement Division (OSBM/PI) conducted a review of the Animal Services Unit of the Miami-Dade Police Department. This review identified best practices and offers recommendations across four broad categories related to animal care and control: organizational placement, management, and funding; service priorities; facilities; and community relations and partnerships. Below is a summary of key findings and recommendations for each category.

Organizational Placement, Management, and Funding

In Florida and around the country, animal control agencies in large cities and counties typically are independent and autonomous. Exceptions tend to be placed in departments having complimentary functions, such as neighborhood services, public health, or public safety departments. Although outsourcing may provide public relations benefits to a jurisdiction by deflecting negative public sentiment, this practice is increasingly rare and not recommended by animal care experts. OSBM/PI recommends that the Animal Services Unit be transitioned out of the Miami-Dade Police Department and established either as a standalone department or combined with complimentary neighborhood-oriented services in a new department.

All best practice jurisdictions studied are managed by a veterinarian or other seasoned animal care specialist. These professionals bring with them specialized knowledge and experience in animal care and control, including an understanding of the health and behavioral issues that are central to the animal services function. Miami-Dade County should conduct a national recruitment to identify an animal care and control professional to lead the Animal Services Unit; the Humane Society of the United States can provide assistance in this effort.

Budgeted funding for all but one of the best practice jurisdictions studied is above the minimum of \$4 per capita recommended by the Humane Society of the United States (HSUS) and the International City/County Management Association (ICMA). While all jurisdictions studied are supported by both ad valorem and service-related funding, the ratios of these sources vary widely from agency to agency. Relative to these jurisdictions, Miami-Dade County lies near the bottom both in terms of per capita spending and general fund support. Over the course of several years, the Animal Services Unit's budget should be brought more into line with those of its high-performing peers and with HSUS/ICMA-recommended funding levels.

Service Priorities

Animal care and control agencies regarded as successful were found to have reconciled their often-competing "care" and "control" functions, balancing traditional public health and safety roles (focusing on rabies vaccination and stray animal pick-up) with a new emphasis on fostering humane population control and facilitating animal adoption. Increasingly, best practice jurisdictions work cooperatively with private sector animal welfare organizations, establishing complimentary programs and planning strategically for the future. The Animal Services Unit has made progress toward such an orientation since its transition to the Miami-Dade Police Department. A newly selected director should be tasked with continue strategically in this direction.

Facilities

State of the art animal shelters, according to the International City/County Management Association, “must have the disease prevention components of a hospital, the functional capabilities of a police station, and the user-friendly appeal of a library.” Despite these requisites, many jurisdictions’ shelters, including that of Miami-Dade, are aged and ill-designed for their purpose. A dilapidated facility can harm not only public perception but the health and well-being of potentially adoptable animals. With this in mind, OSBM/PI recommends that the County develop a multi-year capital funding strategy for the Animal Services Unit to secure substantial shelter improvements.

Furthermore, most jurisdictions with state-of-the-art shelter facilities (whether newly constructed or renovated) reported strong cooperative partnerships providing considerable benefits to the capital improvement process. These partnerships vary in nature and scope, from “friends-of” organizations helping to raise funds and secure corporate sponsorships, to public/private joint ventures in pursuit of shared new sheltering and adoption center facilities. OSBM/PI will work with the Animal Services Unit in investigating and pursuing such cooperative opportunities.

Community Relations and Partnerships

Well-regarded animal care and control agencies are notable for their solid community relations and strong partnerships. This study revealed no single formula among best practice jurisdictions for successful community relations; however, each jurisdiction demonstrates strength in at least one of the following areas: community engagement through advisory boards, volunteer programs, and not-for-profit “friends of” organizations; community education; and community collaboration through regional coalitions and alliances. The first of these, community engagement, is an essential starting point for the Animal Services Unit. Provided appropriate channels for contributing their time and talents, members of the public can then assist the Animal Services Unit not only with animal care but with long-range planning, fundraising, community education, and development of broader alliances and strategic partnerships throughout the animal welfare community. OSBM/PI will work with a newly appointed director to help establish a productive model for leveraging community support through volunteer programs, advisory and planning assistance, and fund raising.

SCOPE

In January of this year, the County Manager requested that the Office of Strategic Business Management, Performance Improvement Division conduct a best practices review of the Animal Services Unit (ASU) of the Miami-Dade Police Department (MDPD) in response to concerns raised by County Commissioners, members of the public, and the media. In addition to this internal review, the County Manager's Office and the Office of the Inspector General jointly contracted with the Humane Society of the United States (HSUS) in March to perform a peer review and assessment of the ASU through that organization's Animal Services Consultation Program. An HSUS final report is slated for release in mid-September.

The scope of this review is limited and intended not to overlap with that of the HSUS review, which will provide more specific procedural and policy recommendations related to the day-to-day operation and management of the ASU. This review focuses on *best practices* and provides high-level recommendations related to organizational placement, management, and funding; service priorities; facilities; and community relations and partnerships. OSBM/PI has coordinated with HSUS to minimize duplication of effort.

BACKGROUND

The ASU is responsible for the enforcement of State law and County code related to the control and care of animals, principally Chapter 828 of the Florida Statutes and Chapter 5 of the Miami-Dade County Code. Key responsibilities under these rules are licensing of dogs; enforcing vaccination requirements for dogs and cats; protecting the public from stray and dangerous dogs; and investigating animal cruelty cases.

In addition to these enforcement functions, the ASU operates an animal shelter and clinic seven days a week, providing vaccination and spay/neuter services. This shelter is the only public animal shelter in the county; importantly, it is also the only *open-admittance* animal shelter. A satellite office and clinic located in South Dade offers licensing, vaccination, and spay/neuter services. ASU operates a Mobile Animal Care vehicle (MAC) that provides off-site spay/neuter and adoption services several days each week.

The ASU took in approximately 32,000 animals in calendar year 2003. Of those, 66% were euthanized, 14% were adopted, and 3% were redeemed by their owners. Of those animals euthanized, 86% were considered potentially adoptable. Also in calendar year 2003, the ASU responded to nearly 30,000 calls for service, performed 9,342 spay/neuter operations, removed 5,338 dead animals from public rights-of-way, and investigated 1,458 animal cruelty cases resulting in 560 warnings and issuance of 457 civil citations.

The ASU budget for fiscal year 2003-04 is \$5.575 million. The majority of this budget comes from proprietary operations, with only \$900,000 coming from the Countywide General Fund. In addition to these budgeted amounts, MDPD provides approximately \$1.5 million in unbudgeted personnel. This additional personnel consists of one civilian and 10 sworn officers, several of whom are on light duty or are relieved of duty, and supplements a staff of 81 full-time equivalents. Although the ASU is ostensibly fully proprietary, it requires consistent general fund

support. The unit's principal revenue sources are license tag sales, shelter fees, and code violation fines; additional revenue is generated through a variety of means, including lien research fees, breeders permit fees, and sales associated with the MAC. Special purpose trust funds that had combined balances of more than \$1.5 million in 2001 have been substantially depleted; these funds now total less than \$70,000.

The ASU was transferred to the Miami-Dade Police Department in October 2001 from the Miami-Dade County Public Works Department, where, under the name Animal Care and Control, it had been housed since 1982. Customer service deficiencies were cited as the reason for the transfer. MDPD appeared well-placed to assume the responsibility, with its investigative capacity (including frequent participation with Animal Care and Control in animal-related cases), established community education role, and animal care experience. Furthermore, the unit's animal control officers already were members of the Police Benevolent Association.

Following this transition, two key policy modifications were implemented, significantly reorienting the mission of the ASU. First, healthy animals at the shelter would no longer be euthanized immediately following the state-mandated holding period, but instead would remain available for adoption as long as they remained in good health. In support of this policy, all animals received health assessments and vaccinations immediately upon arrival at the shelter. The ASU sought to build partnerships with rescue groups to increase the likelihood of adoption and began advertising adoptable animals on the ASU website. Second, with the intent of tackling the county's serious animal overpopulation situation, the ASU instituted a free spay and neuter program for cats and dogs below the weight of 50 pounds; it is perhaps the nation's only fully subsidized spay/neuter program. Partnerships with local veterinarians and purchase of the Mobile Animal Care vehicle supported this ambitious program. While the revamped unit was initially hailed as a success, in recent months public support has waned while complaints against the ASU have mounted.

METHODOLOGY

OSBM/PI sought first to understand the legal and cultural context of animal care and control in the United States and Florida, including traditions, trends, and emergent issues of consensus and contention. Subject matter experts assisted in identifying leading jurisdictions in the animal care and control field; ten jurisdictions (including six best practice and four peer jurisdictions) were surveyed on a broad array of topics. Nine more jurisdictions provided information concerning specific topics of interest, such as regional partnerships and advisory board structure. OSBM also conducted a site visit to the ASU shelter, interviewed current and former ASU staff, and consulted with additional County personnel on a variety of subjects. Attachments A-C provide a listing of research contacts and jurisdictions, references, and best practices by category.

FINDINGS AND RECOMMENDATIONS

This review identifies best practices and offers recommendations in four broad categories related to animal care and control: organizational placement, management, and funding; service priorities; facilities; and community relations and partnerships. In summary, OSBM/PI recommends that the ASU should be separated from the Miami-Dade Police Department,

managed by a nationally recruited animal care professional, and funded at an enhanced level. Current service priorities appear to align with best practices, but need to be implemented in a more effective and sustainable manner. The unit's facilities are in need of improvement; OSBM/PI recommends a multi-year capital funding plan that takes into account potential shelter-related partnerships. All of the above should be pursued in the context of improved community relations and partnerships, built on the foundation of community input in the form of an advisory board and community involvement in the form of a well-ordered volunteer program.

Each of the following sections and subsections presents key findings and recommendations in brief, followed by supporting information, case studies, and/or relevant historical data.

Organizational Placement, Management, and Funding

OSBM/PI identified a number of factors contributing to the success of a public animal care and control agency; primary among these are organizational autonomy and flexibility, managerial expertise and experience in the animal welfare field, and budgetary strength and diversification. The ASU comes up short on each of these counts, limited operationally by MDPD policy and procedure, lacking in experienced professional leadership, and reliant on program-related revenue to perform an intensive task serving all county residents. To provide the ASU the flexibility and resources it requires, OSBM/PI recommends that the ASU be transitioned out of MDPD, that an animal care professional be recruited to lead the unit, and that the unit's budget gradually be restructured and enhanced to meet certain nationally recognized funding formulas.

Organizational Placement

In Florida and around the country, animal control agencies in large cities and counties typically are independent and autonomous. Exceptions tend to be placed in departments having complimentary functions, such as neighborhood services, public health, or broad, multidisciplinary public safety departments. Although outsourcing may provide public relations benefits to a jurisdiction by deflecting negative public sentiment, this practice is increasingly rare and not recommended by animal care experts. OSBM/PI recommends that the unit be transitioned out of the MDPD and established either as a standalone department or combined with complimentary neighborhood-oriented services in a new department. (See Attachment D: Best Practice Jurisdictions – Organizational Placement.)

Typically, according to subject matter experts, animal care and control agencies are located within police departments only in small to mid-size cities; few successful models of such arrangements are available. While certain benefits may presently accrue to the ASU as a result of its placement within MDPD – such as direct access to police officers for arrest purposes, additional staff rotations, and the support of a large, well-resourced department – these appear to be outweighed by a number of drawbacks.

In accordance with MDPD policy, managerial positions in the ASU must be staffed by sworn police officers. This contributes to elevated staffing costs, removes officers from direct police work, and restricts opportunities for positioning civilian animal care professionals at high levels within the organization. MDPD policy regarding training has further negatively impacted the

unit. Pursuant to Chapter 828 of the Florida Statutes, Animal Control Officers must complete 40 hours of Florida Animal Control Association-approved training prior to issuing citations; MDPD's unwillingness for its personnel to receive civilian training has resulted in a deficiency of certified Animal Control Officers at the ASU. Above all, experts in the field underscore the need for clear distinction between the missions of law enforcement and animal care and control (and the potential of law enforcement agencies to blur the two), as well as the critical importance of professional knowledge of animal care and shelter management, which often is lacking in law enforcement agencies.

OSBM/PI's recommendation to transition the unit out of MDPD would require significant adjustments to compensate for the loss of centralized services now provided to the ASU through various support bureaus. However, potential benefits of such a transition include greater flexibility in asserting the unique identity of the ASU, a more-equal footing with private animal welfare organizations, and a position of appropriate weight and significance from which to provide community leadership and to recruit key personnel.

In approaching a transition, special consideration must be given to staffing, not only to meet needs associated with realigning support functions, but to compensate for the loss of light-duty and relieved-of-duty officers now supplementing the ASU staff. Furthermore, particular attention would have to be given to ensuring that adjustments would not negatively impact the unit's already strained record-keeping systems, which have been a persistent source of public complaint. A staged, carefully planned transition would also be required to avoid potential supervisory issues relating to uniformed and civilian reporting.

OSBM/PI does not recommend outsourcing the animal services function at this time. Although outsourcing may provide public relations benefits to a jurisdiction by deflecting negative public sentiment, this practice is increasingly rare and not recommended by animal care experts. The public/private partnership it establishes shifts the burden of animal care and control without necessarily contributing to a sustainable improvement in services. At worst, such an arrangement could impede opportunities for building a broad network of partnerships toward a comprehensive countywide animal welfare strategy. Experts point out that jurisdictions often fail to reap the savings benefits anticipated from outsourcing while experiencing a decline in service levels and continued, and even increased, public complaint. In view of an unfortunate tradition of antagonism between private animal welfare organizations and public animal care and control agencies, successful partnerships have been particularly difficult to effect. Successful relationships are built primarily at the point of overlapping interests: humane population control and animal adoption.

Furthermore, no candidate organization with sufficient capacity or inclination has been identified at this time. The most likely candidate, Miami-Dade's largest private animal welfare organization, the Humane Society of Greater Miami (HSGM), revised its policies in 2002 to cease accepting stray animals and to become a limited-admittance shelter focused on adoptable animals. This policy is in conflict with the statutory animal care and control responsibilities assigned to ASU.

While complete privatization is not recommended, certain aspects of animal care and control do lend themselves somewhat toward outsourcing. The sheltering of potentially adoptable animals is one such aspect, provided that a willing partner with sufficient resources is available. As will be addressed under *Facilities*, development of shared facilities within the context of a strategic public-private partnership may be a superior alternative to a simple contractual service relationship.

Management

All best practice jurisdictions studied are managed by a veterinarian or other seasoned animal care specialist. These professionals bring with them specialized knowledge and experience in animal care and control, including an understanding of the health and temperament issues central to the animal services function. OSBM/PI recommends that the County conduct a national recruitment to identify an animal care professional to manage the Animal Services Unit. Assistance in identifying effective recruitment mechanisms can be provided by the Humane Society of the United States.

Though a number of enhancements have been implemented at the ASU with a fair degree of success since its transition to MDPD, the unit has been managed by sworn police officers during this period, none notable for extensive knowledge or expertise in the field of animal care and control. The ASU would strongly benefit from the direction of a professional with expertise and experience in animal care. Such expertise and experience could help to allay the type of concerns presently being expressed by the general public and the animal welfare community; most importantly, they should considerably enhance the quality of care to animals provided by the ASU.

Funding

Budgeted funding for all but one of the best practice jurisdictions studied, and for half of the peer jurisdictions studied, is above the minimum of \$4 per capita recommended by the HSUS. While all jurisdictions are supported by both ad valorem and service-related funding, the ratios of these sources vary widely from agency to agency. Relative to these jurisdictions, Miami-Dade County lies near the bottom both in terms of per capita spending and general fund support. Over the course of several years, the Animal Services Unit's budget should be brought into line with those of its high-performing peers and with HSUS recommendations; this can be accomplished by garnering additional general fund support, establishing a more productive relationship with community advocates, and developing new funding mechanisms, including, if feasible, corporate sponsorship. (See Attachment E: Best Practice Jurisdictions – Financial Summary.)

The principal revenue sources of the ASU are license tag sales, shelter fees, and code violation fines; additional revenue is generated through lien research fees, breeders permit fees, and sales associated with the Mobile Animal Care vehicle. Although the ASU is ostensibly fully proprietary, for the past several years it has failed to generate sufficient revenue to cover its costs. The unit's current year budget of \$5.575 million includes a subsidy from the Countywide General Fund of \$900,000. Further, the unit is supported by an additional \$1.5 million in unbudgeted MDPD personnel assigned to the unit. Special purpose trust funds that had combined

balances of more than \$1.5 million in 2001 have been substantially depleted; these funds now total less than \$70,000.

Animal care and control experts note that attempts to rely on fines and user fees alone for funding can become self-defeating. Such reliance can pit the various functions of an animal care and control agency against one another – for instance, increases in licensing and adoption fees mitigates against licensing compliance and adoption rates. According to ICMA, general fund support for animal control services appropriately compliments the broad public purpose of animal control agencies, whereby not only pet owners but the general public benefits.

The ASU could benefit from a diversification of its financial base as well. While the ASU does presently have access to private donations through its trust funds, the promotion and use of these funds should be reviewed and updated. In addition to direct contributions, a number of jurisdictions receive public support through affiliated not-for-profit “friends of the shelter” organizations; some of these, such as Friends of San Francisco Animal Care and Control, also assist with securing corporate sponsorships. The potential for such opportunities should be investigated by the ASU. (See Attachment F: “Friends of the Shelter” Comparison.)

Service Priorities

While each of the best practice jurisdictions studied continues to place importance on addressing traditional public health and safety concerns through rabies vaccination and pick-up of strays, they also have demonstrated an increasingly collaborative and proactive approach that also focuses on fostering humane population control and facilitating animal adoption. The current orientation and service priorities of the ASU are reasonably well aligned with progressive practices, but more can be done in this area.

Reconciling Animal “Care” and “Control”

Animal care and control agencies regarded as successful were found to have reconciled their often-competing “care” and “control” functions, balancing traditional public health and safety roles (focusing on rabies vaccination and stray animal pick-up) with a new emphasis on fostering humane population control and facilitating animal adoption. Under MDPD, the ASU has largely succeeded in effecting this reconciliation. The unit should continue in its efforts to decrease euthanasia, increase adoption, and reduce overpopulation of companion animals countywide as it seeks to rebuild public confidence. (See Attachment G: Best Practice Jurisdictions – Operational Summary.)

The cultural context of public sector animal control has changed over the past several decades, paralleling changes in societal views toward and relationships with animals – particularly domestic or “companion” animals. In jurisdictions recognized as progressive, public and private sector animal agencies work closely with one another to develop a common language (forging consensus regarding such polarizing terms as “adoptable” and “no kill”), establish complimentary policies and programs, and plan strategically. Attachment H provides a brief discussion of the roots and transformation of the animal care and control field in the United States.

Research shows that investment in programs balancing animal “care” and “control” can provide not only immediate public health and public relations benefits but also long-term financial savings to a jurisdiction. According to ICMA, “An effective animal control program not only saves cities and counties on present costs – by protecting citizens from dangerous dogs, for example – but also helps reduce the costs of animal control in the future. A city that impounds and euthanizes 4,000 animals in 2001...but does not promote spaying and neutering will probably still euthanize at least 4,000 animals a year in 2010. A city that...institutes differential licensing, funds a subsidized spay/neuter program, and has an educational program for both adults and children will likely euthanize significantly fewer animals in 2010 and save on a host of other animal-related costs as well.”

Following its placement within the Miami-Dade Police Department, the Animal Services Unit implemented several strategies that can be categorized as best practices, the most striking of these being an effort to dramatically reduce euthanasia at the Miami-Dade shelter and the establishment of a program to provide free spay/neuter services to all County residents. These ambitious programs were met with strong positive response, both locally and nationally. However, they only have met with partial success; euthanasia rates for adoptable animals remain high, and the spay/neuter program is limited to animals weighing less than 50 pounds.

Eliminating Euthanasia through Public/Private Cooperation

Best practice jurisdictions work cooperatively with private sector animal welfare organizations toward shared goals related to eliminating the need for euthanasia of adoptable animals by fostering humane population control and promoting adoption. With this in mind, the Animal Services Unit should focus on building common ground and cooperative relationships with other animal welfare organizations throughout the county and region.

Adversarial relationships between *open*-admittance public animal shelters with high euthanization rates and *limited*-admittance private shelters with high adoption rates create an atmosphere antithetical to cooperation, despite the fact that both organizations might share similar values and goals. Public and private-sector animal care professionals agree that humane population control focusing on sterilization rather than euthanasia is critical to the success of any animal care and control effort. Animal advocates, humane societies, veterinary associations, and professional associations such as the Florida Animal Control Association (FACA) all support controls and limitations on the breeding of animals, citing wide-ranging benefits to both the public and to animals, including fewer impoundments, reduced sheltering expenses, and less unnecessary euthanasia. Two statewide programs provide supporting evidence: A New Hampshire program generated a 38% decrease in euthanasia within three years of establishment, while in New Jersey, a statewide spay/neuter program is attributed for a 29% drop in impoundments and a 10% drop in animal euthanasia between 1984 and 1999.

A number of communities have created excellent models of public/private cooperation toward reducing euthanasia. In Colorado, the Metro Denver Shelter Alliance has crafted mutually agreeable criteria, standards, and goals related to the placement of adoptable animals. In California, the Long Beach Bureau of Animal Control and the Los Angeles Society for the

Prevention of Cruelty to Animals jointly raised funds for and constructed a pet adoption facility. Maricopa County, Arizona's New Hope program matches difficult-to-place animals that otherwise would be euthanized with partner agencies that work to place the animals in permanent homes. And Hillsborough County's No More Homeless Pets Coalition approaches the issue from multiple angles, with task forces promoting spay/neuter programming, innovative adoption outreach efforts, and community education simultaneously.

Facilities

Poorly functioning animal shelter facilities harm both resident animals and public perception of the operating agency. Similarly, a lack of coordination between public and private animal welfare agencies or conflicting policies and strategies between agencies, particularly related to animal sheltering, contributes to public skepticism and detracts from animal welfare. Miami-Dade County should develop a multi-year capital funding strategy to secure substantial improvements for the ASU's facilities that align with modern facility design principles. These improvements should be done in combination with joint planning and an investigation of potential community and corporate partnerships, including the possibility of developing shared adoption facilities, so as to maximize the benefit of this investment.

Shelter Design

State of the art animal shelters, according to the International City/County Management Association, "must have the disease prevention components of a hospital, the functional capabilities of a police station, and the user-friendly appeal of a library." Despite these requisites, many jurisdictions' shelters, including that of Miami-Dade, are aged and ill-designed for their purpose, and are far from meeting current standards and expectations. A dilapidated facility can harm not only public perception but the health and well-being of potentially adoptable animals. With this in mind, OSBM/PI recommends that the County develop a multi-year capital funding strategy for the Animal Services Unit to secure substantial shelter improvements.

The ASU shelter, now more than 40 years old, is insufficiently equipped to handle the approximately 32,000 animals entering the facility each year. As many as 400 animals per day reside at the shelter, and with far more animals arriving at the shelter than being redeemed, rescued, or adopted out, overcrowding persistently threatens. As Miami-Dade County's only open-admittance animal shelter, surrendered animals cannot be turned away. When space at the shelter runs out, euthanasia of healthy animals becomes necessary.

Not only is the shelter too small for the number of animals it typically houses, but it suffers from a number of deficiencies related to its design and condition. The facility lacks sufficient quarantine areas to prevent the spread of disease among resident animals. Also promoting the spread of disease are substandard ventilation and drainage systems; few areas of the shelter are well-insulated or air-conditioned, while trench drains cutting across kennels facilitate cross-contamination. Further negatively impacting the ventilation system, as well as computer and phone systems, is an over-taxed electrical system.

Efforts to improve the shelter's functionality as it relates to visitors – particularly potential adopters – are ongoing, but continued improvement is needed. Current standards of animal shelter design call for dedicated adoption-related spaces (if not separate facilities altogether), both for the housing of adoptable animals and for the welcoming and serving of potential adopters. For an agency seeking to increase adoption and eliminate unnecessary euthanasia, as is the case with the ASU, quality adoption-related facilities are particularly necessary.

“A new or renovated facility,” according to *Animal Sheltering* magazine, “offers plenty of opportunities, enabling a shelter to present a better image to the public, implement new programs and policies, improve animal health with better isolation and separation procedures, reduce animal stress, and raise adoption rates.” And ICMA notes that “Many citizens visit shelters to adopt new pets or search for lost pets, and their experiences at safe, efficient, well-designed animal control facilities contribute to their impressions of their government.” Improved shelter facilities would provide multiple benefits to the Animal Services Unit and the animals in its care.

Sheltering Partnerships

Given sufficient funding, several alternatives are available for addressing the ASU's shelter-related needs, ranging from moderate to major rehabilitation of the present facility, to construction of a second (or replacement) shelter or adoption center. In addition, a South Dade satellite facility presently provides licensing, vaccinations, and spay/neuter services, and a mobile clinic and adoption vehicle is in service four days per week; these resources could be expanded, relocated, or reassigned as appropriate. But to focus solely on physical shelter improvements without also considering potentially complimentary community partnerships may diminish the value of a major capital investment.

Nathan Winograd, executive director of the Tompkins County (Ithaca, New York) SPCA warns against prioritizing facilities over relationships: “What confuses a lot of people in this movement, what stops them before they start is the completely false idea that to end the killing of healthy and sick homeless pets, you need to start with big bucks and big shelters. That helps, it helps a lot, but it is putting the cart before the horse. And that's not so great when our cart and our horse have a long way to go. To reach our goals, we must first focus our energies, *not* on building a shelter, but on rebuilding our relationship with the community.”

Many jurisdictions that have been successful in securing state-of-the-art shelter facilities (whether newly constructed or renovated) have done so largely with the support of cooperative partnerships. These partnerships vary in nature and scope, from “friends-of” organizations helping to raise funds and secure corporate sponsorships, to public/private joint ventures in pursuit of shared new sheltering and adoption center facilities.

In Dallas, for instance, the Metroplex Animal Coalition recently led a successful campaign to secure \$11.5 million in bond funds for a new animal shelter for the City of Dallas. Long Beach, California recently partnered with SPCA-LA to construct a new animal shelter and adoption center; this “companion animal village” features “an interactive display of adoptable animals, cat colonies with screened porches allowing indoor/outdoor access, state-of-the-art indoor/outdoor dog kennels and a multipurpose education center.”

Also pursuing shared facilities are Reno, Nevada and San Diego, California. The Reno partnership brings together the Nevada Humane Society, the Cities of Reno and Sparks, and Washoe County to provide consolidated countywide services and to construct a new shelter with approved bond funding of \$10.75 million and an additional \$2.5 million from the Nevada Humane Society. The San Diego partnership brings together the San Diego Humane Society, the City of San Diego, and the San Diego County Department of Animal Control to construct a new “animal welfare complex” to be jointly operated by San Diego County and the San Diego Humane Society; the facility “will serve as a model of efficiency and ethical animal care as it allows each agency to meet its primary goals of operating facilities that keep animals healthy, helping pets develop behavior that is desirable, and creating an environment that people want to visit and from which they look forward to adopting.”

Partnerships with the community clearly have the potential to bring both financial and operational benefits. Joint strategic planning, sharing and coordination of limited physical and human resources, and collaborative and creative fundraising partnerships can result not only in more efficient provision of services but a more effective approach to animal care and control – with fewer surrenders and impoundments, less unnecessary euthanasia, and an increase in adoptions. Genuine, mutually beneficial partnerships focused on goals such as these should be a part of the ASU’s facilities planning efforts; OSBM/PI will work with a newly-appointed Animal Services Unit director in investigating and pursuing such cooperative opportunities.

Community Relations and Partnerships

Well-regarded animal care and control agencies are notable for their solid community relations and strong partnerships. This study revealed no single formula among best practice jurisdictions for successful community relations; however, each jurisdiction demonstrates strength in at least one of the following areas: *community engagement* through advisory boards, volunteer programs, and not-for-profit “friends of” organizations; *community education*; and *community collaboration* through local and regional coalitions and alliances. It is strongly recommended that the Animal Services Unit seek to deepen its community relations by developing and facilitating meaningful avenues of involvement for members of the public.

OSBM/PI recommends that a new ASU manager explore establishing a community advisory board. The board could contribute to the effectiveness of the ASU in one of several ways, including educating the community, developing partnerships, and fundraising. In view of the ASU’s two trust funds into which public contributions are collected, a financial oversight role (focusing on the use of trust fund dollars) may also be appropriate. The new manager should also work to develop a structured volunteer program once sufficient stability and the capacity to appropriately orient and engage volunteers has been established.

Community Engagement

OSBM/PI studied several jurisdictions that are supported by advisory boards, sometimes referred to as *animal control commissions*. These boards assist with functions such as policy and program formulation, long-range planning, and research and drafting of legislative items. Most

are comprised of members appointed by local elected officials, while some combine elected official appointees with representatives appointed by local community organizations such as humane societies or veterinary associations. The rules guiding many of those boards studied direct that members meet specific qualifications, such as legal, veterinary, or financial expertise; ICMA suggests inclusion of a health department representative, the chief of police, a veterinarian, humane organization representatives, and citizen members, including at least one individual with legal expertise. (See Attachment I: Advisory Board Comparison.)

While some animal control commissions are granted binding authority over their respective agencies, ICMA recommends that oversight boards be limited to an advisory capacity, lending unique insight and expertise to staff, and providing meaningful and constructive input into the work process.

Community engagement is essential for the Animal Services Unit. Beyond simply educating the public, *engaging* the public in the work of animal care and control has shown to bring substantial benefits to communities and to animals. One means of community engagement is the employment of volunteers. All best practices organizations surveyed are well supported by volunteers in the day-to-day management of their programs and shelter operations. According to HSUS, such programs should include a broad range of components, including recruitment, screening, orientation, training, and recognition of volunteers; creation of job descriptions and a volunteer manual; and even creation of a volunteer contract to ensure clarity regarding the roles and obligations of both volunteer and agency. Among the many functions with which volunteers can assist are animal care (grooming, training, socialization, foster care, veterinary assistance), clerical and customer service (filing, reception/counter/retail assistance, adoption counseling), and special events (educational speaking engagements, community adoption outreaches, fundraisers).

Many jurisdictions' animal care and control organizations are supported by not-for-profit, volunteer "friends of" organizations that provide fundraising and community education assistance, advocacy, and other services. Those agencies supported by "friends of the shelter" organizations benefit from a dedicated, organized body of advocates channeling volunteers, funding, and in-kind contributions of materials and supplies.

Community Education

Interviews with best practices organizations highlighted the value of a strong community education program; many organizations contacted reported dedicated community education staff. ICMA affirms that "[n]o animal control program is complete without a well-planned outreach program. The success of every other aspect of animal control – from pet registration to leash laws to sterilization programs – depends on the cooperation of an informed public." Particularly in light of Miami-Dade's demographics, cultural diversity, educational attainment, and language barriers, the Animal Services Unit should strengthen its focus on community education to the greatest extent possible.

The focus of community education programs varies from jurisdiction to jurisdiction, but common themes include the importance and benefits of spaying and neutering pets, promoting

adoption, and providing a variety of assistance to pet owners including training services, behavioral tips, and advice directed at minimizing the surrender of pets. The community education programs of many jurisdictions are well supported by a cadre of volunteers and are given direction and guidance by advisory boards; some jurisdictions pursue educational efforts jointly with partner organizations to bring issues of significance and mutual interest to the broadest possible audience.

Examples of successful community education programs include that of Fort Wayne, Indiana, where since 1985 a staff educator has worked with local schools, both in classroom presentations and in developing teaching materials for broad dissemination. A ten-member Humane Education Advisory Council provides public input and guidance into the program. The San Francisco Animal Care and Control department also provides educational programming for schoolchildren, with emphasis on animal care and safety, while Palm Beach County's educational programs focus on responsible pet ownership. Maricopa County, Arizona offers a free animal behavior helpline, where pet owners can share questions with animal care experts, as well as an on-line library of fact sheets on a variety of animal behavior and animal care-related issues.

Community Collaboration

As discussed in *Service Priorities*, best practice jurisdictions provide excellent models of local and regional cooperation and collaboration between public and private-sector shelters, animal control agencies, and animal welfare organizations. Compound benefits arise from successful partnerships of this type, from immediate improvements in public confidence to long-term financial benefits associated with the elimination of duplication of services, stabilization of the area's animal population, and increased responsibility on the part of pet owners and the public at large. Here in South Florida, there already exists an animal welfare coalition, the Quad-County Animal Welfare Director's Association, that, although dormant of late, offers an opportunity for renewed regional cooperation and collaboration. A new ASU manager should take every opportunity to engage in this and any other such collaborative opportunities that may arise.

One of the most notable collaborative efforts nationwide is that of the Metro Denver Shelter Alliance. This alliance brings together a number of animal welfare organizations, including the Dumb Friends League (a Denver-area humane society), the Denver Municipal Animal Shelter/Animal Control Division of the Department of Environmental Health, the Denver Area Veterinary Medical Society, and the Humane Society of Boulder Valley. Following Denver's lead, animal welfare organizations in Albuquerque, New Mexico are moving forward to create a similar coalition, and representatives of the Denver coalition have been invited to visit Phoenix, Arizona to share their expertise.

In Dallas, the Metroplex Animal Coalition brings together nearly two-dozen animal welfare organizations from throughout the Texas counties of Dallas, Tarrant, Collin, and Denton "to reduce the killing of dogs and cats in municipal animal shelters and humane societies." The coalition pursues this objective through sponsorship of such activities and services as a public education campaign promoting adoption and free spay/neuter services for low-income pet owners. The coalition recently led a successful campaign to secure bond funds for a new animal shelter for the City of Dallas.

The bottom-line goal of all animal welfare coalitions, like that of Dallas's Metroplex, is to eliminate unnecessary euthanasia of animals. According to *Animal Sheltering* magazine, roadblocks lie in the path of even the most well-meaning organizations as they strive together toward this goal. Cooperation can turn to "bickering among organizations and agencies about where and how to seek funding; which programs and services are most likely to net results; and how to measure the progress toward the ultimate goal. Use of language – including terms like 'no kill' and 'adoptable' – has often been a major point of dispute, causing rifts between organizations and within communities that can last for years." The success of Denver's alliance lies in the persistence of its members in pressing beyond such roadblocks, in forging a common language, and in remaining focused on the big picture.

Such community-wide commitments to eliminate unnecessary euthanasia generally find their roots in an agreement between two key players – for instance, between a community's primary humane society or SPCA and its public animal care and control agency – and then develop into an increasingly broad coalition. Public agencies rarely step up to the plate first. The 1994 "adoption pact" between the San Francisco SPCA and the San Francisco Department of Animal Care & Control that guaranteed against euthanizing any of the city's adoptable dogs or cats followed several years of pressure from the SPCA. Similarly, the Denver alliance owes its existence to the leadership of the Denver Dumb Friends League. Nothing precludes, however, the public sector from taking a leadership role; in 2002 the Mayor's Alliance for New York City's Animals was formed with the aim of eliminating euthanasia in the city's animal shelters, and in 1999 Maricopa County Animal Care and Control opened "the first municipal no-kill shelter [a limited-admittance adoption facility complimenting its two traditional open-admittance shelters] in the United States".

In recent years, Miami-Dade County likewise showed initiative and sought to provide leadership in a local "no kill" movement. However, absent a number of supporting factors, the ASU lost credibility as this effort faltered. Working collaboratively through such vehicles as the Quad-County Animal Welfare Director's Association, the ASU should seek to identify common ground and build strong partnerships toward realistic, achievable goals to improve the quality of care for animals throughout the community.

ATTACHMENT A. RESEARCH CONTACTS

Subject Matter Experts

- Ms. Connie Howard, former Director of Shelter Services, American Humane Association
- Ms. Krista Hughes, Assistant Manager, HSUS Animal Services Consultation
- Ms. Lois Kostroski, Executive Director, Florida Animal Control Association
- Mr. John Mays, Executive Director, National Animal Control Association
- Ms. Bert Troughton, Director, ASPCA Imagine Humane Unit
- Mr. Steven Zawistowski, Senior Vice President, ASPCA

Best Practices Survey

Best Practices Jurisdiction and Organizations

- Humane Society of Boulder Valley (Colorado)
- Maricopa County (Arizona) Animal Care and Control
- Nebraska Humane Society
- Pinellas County (Florida) Animal Services Department
- San Diego County (California) Animal Services Department
- San Francisco (California) Animal Care and Control Department

Florida Jurisdictions and Organizations

- Broward County Animal Care and Regulation Division
- Hillsborough County Department of Animal Services
- Humane Society of Greater Miami
- Palm Beach County Animal Care and Control Division

Additional Research and Interviews

Advisory Boards

- Fort Wayne (Indiana) Animal Control Commission
- Fort Wayne Humane Education Advisory Council
- Hillsborough County Animal Advisory Committee
- Orange County (California) Animal Control Advisory Board
- Palm Beach County Animal Care & Control Advisory Board
- San Francisco Commission of Animal Control & Welfare

Additional Research and Interviews, *continued*

Collaborative Partnerships

- Dallas (Texas) Metroplex Animal Coalition
- Long Beach (California)/SPCA “Companion Animal Village” partnership
- Mayor’s Alliance for New York City’s Animals
- Metro Denver (Colorado) Shelter Alliance
- Quad County Animal Welfare Director’s Association (South Florida)
- Reno (Nevada)/Humane Society shelter partnership

“Friends of the Shelter” Organizations

- Friends of San Francisco Animal Care and Control
- Los Angeles County Animal Care Foundation
- Friends of Long Beach Animals

ATTACHMENT B. REFERENCES

Animal Care & Control – Community Collaboration

“Animal Allies,” Isabel Sanchez, *Albuquerque Journal*, April 5, 2004.

“Coalitions Take Animal Welfare Groups to a Different Level: How the Metroplex Animal Coalition is Doing It”, Elaine Munch, Maddie’s Fund, www.maddiesfund.org.

“Denver Group Shows HSUS Conference How ‘Working Together Works’”, Colorado Federal of Animal Welfare Agencies, <http://www.cfawa.org/CurrentIssues.htm>.

“It Takes a Community”, Nathan Winograd, Maddie’s Fund, http://www.maddiesfund.org/nokill/nokill_pdfs/wino.pdf.

“The Language of Cooperation”, *Animal Sheltering*, July/August 2003, www.animalsheltering.org.

Animal Care & Control – General Information

2003 FACA Super Survey (Parts I and II), Florida Animal Control Association, 2003.

American Society for the Prevention of Cruelty to Animals.
<http://www.asPCA.org/site/PageServer>.

Animal Control Management: A Guide for Local Governments, International City/County Management Association, 2001.

Bert Troughton, Director, ASPCA Imagine Humane Unit. Interview, January 2004.

Connie Howard, former Director of Shelter Services, American Humane Association. Interview, February 10, 2004.

Florida Animal Control Association. <http://www.facafla.org/>

Humane Society of the United States. <http://www.hsus.org/ace/352>.

“In and Out”, *Animal Sheltering*, March/April 2004, www.animalsheltering.org.

International Institute for Animal Law. <http://www.animallaw.com/index.cfm>

John Mays, Executive Director, National Animal Control Association. Interview, February 20, 2004.

Krista Hughes, Assistant Manager, Animal Services Consultation, Humane Society of the United States. Interview, April 14, 2004.

Lois Kostroski, Executive Director, Florida Animal Control Association. Interview, February 20, 2004.

National Animal Control Association. <http://www.nacanet.org/>

“Shelterspeak (How Do You Decide on Your Adoption Fees?)”, *Animal Sheltering*, March/April 2004, www.animalsheltering.org.

Steven Zawistowski, Senior Vice President, ASPCA. Interview, February 20, 2004.

The Shelter Library (Humane Society of the United States).
http://www.hsus2.org/sheltering/library/shelter_library.html

Animal Care & Control – History

“About Us” (History of Humane Society of the United States).
<http://www.hsus.org/ace/12552>.

“A Look at the History of Companion Animal Shelters: Professionalizing A Profession”, Humane Society of the United States, <http://www.hsus.org/ace/20720>.

“Animal Control: A Century in Review”, Ed Boks, past Executive Director, Maricopa County Animal Care & Control, http://www.maricopa.gov/pets/pdf/century_in_review.pdf.

“ASPCA History” (History of American Society for the Prevention of Cruelty to Animals).
<http://www.asPCA.org/site/PageServer?pagename=history>.

“Care or Control?”, Ed Boks, past Executive Director, Maricopa County Animal Care & Control, http://www.maddiesfund.org/nokill/nokill_articles_boks.html.

“History of the San Francisco SPCA”. <http://www.sfspca.org/history.shtml>.

“The History of the Animal Welfare Act”, Animal and Plant Health Inspection Service, United States Department of Agriculture, <http://www.aphis.usda.gov/ac/awahistory.html>.

“Who We Are” (History of Humane Society of Greater Miami).
http://www.humanesocietymiami.org/who_we_are.htm/.

Animal Care & Control – Population Issues

“Did you know?”, American Veterinary Medical Association,
<http://www.avma.org/membshp/marketstats/sourcebook.asp>.

“HSUS Statement on Free-Roaming Cats”, Humane Society of the United States,
<http://www.hsus.org/ace/11857>.

Maddie’s Fund – The Pet Rescue Foundation. <http://www.maddiesfund.org/>.

National Council on Pet Population Study and Policy. <http://www.petpopulation.org/>.

“Pet Overpopulation: The Effectiveness of Municipal Spay and Neuter Programs”,
Progressive Animal Welfare Society,
<http://www.paws.org/work/factsheet/advocacyfactsheets/spay3.html>.

Spay USA. <http://www.spayusa.org/>.

Animal Care & Control – Public Health

“Public Veterinary Medicine: Public Health (Compendium of Animal Rabies Prevention and Control, 2004)”, *Journal of the American Veterinary Medical Association*, Vol. 224, No. 2, 1/15/04.

“Rabies Epidemiology”, National Centers for Disease Control,
www.cdc.gov/ncidod/dvrd/rabies/epidemiology/epidemiology.htm.

“The Ascension of Wildlife Rabies: A Cause for Public Health Concern or Intervention?”, by Charles E. Rupprecht, Jean S. Smith, Makonnen Fekadu, and James E. Childs, *Emerging Infectious Diseases*, Vol. 1, No. 4, National Centers for Disease Control and Prevention, www.cdc.gov/ncidod/eid/vol1no4/rupprech.htm.

Animal Shelter Design

“Getting New Digs”, Katina Antoniades, *Animal Sheltering*, March/April 2004,
www.animalsheltering.org.

Jurisdictions

Boulder, Colorado

Humane Society of Boulder Valley. <http://www.boulderhumane.org/>.

Broward County, Florida

Al Siegel, Broward County Animal Care and Regulation Division. Interview, January 27, 2004.

Broward County Animal Care & Regulation. <http://www.broward.org/animal/welcome.htm>.

Broward Humane Society. <http://www.browardhumane.com/>.

Dallas, Texas

Metroplex Animal Coalition.

<http://www.metroplexanimalcoalition.com/NewsNEvents/MACNews.html>.

Dallas Animal Services. http://www.dallascityhall.com/dallas/eng/html/animal_control.html.

Denver, Colorado

Doug Kelley, Director, Denver Division of Animal Control.

Denver Division of Animal Control. <http://www.denvergov.org/AnimalControl/42faq.asp>.

Denver Dumb Friends League. <http://www.ddfl.org/>.

Fort Wayne, Indiana

Belinda Lewis, Director and Peggy Bender, Humane Education Specialist, Fort Wayne, Indiana Animal Care & Control.

Fort Wayne Animal Care & Control.

http://www.cityoffortwayne.org/public_safety/animal_control/index.htm.

Hillsborough County, Florida

Greg Berhow, Projects Manager, Hillsborough County Animal Services. Interview, January 25, 2004.

Hillsborough County Animal Services.

<http://www.hillsboroughcounty.org/animsvcs/home.html>.

No More Homeless Pets – Hillsborough County. <http://www.nmhp-hc.org/index.php>.

Long Beach, California

Lieutenant Michelle Quigley, Investigator, Long Beach, California Bureau of Animal Control.

Long Beach Bureau of Animal Control. http://www.ci.long-beach.ca.us/health/organization/animal_control.asp.

Friends of Long Beach Animals. <http://www.friendsoflongbeachanimals.org/>.

Los Angeles, California

Los Angeles County Animal Care Foundation.
<http://animalcontrol.co.la.ca.us/html/pages/acf/animal%20care%20foundation%20info.htm>.

L.A. County Animal Care & Control. <http://animalcontrol.co.la.ca.us/html/Main1.htm>.

Maricopa County, Arizona

Julie Bank, Interim Director, Nancy Harris, Comptroller, and Karen Dickey, Executive Assistant, Maricopa County, Arizona Animal Care & Control. Interviews, June 11 and June 21, 2004.

Maricopa County Animal Care & Control. <http://www.maricopa.gov/pets/default.asp>.

Miami-Dade County, Florida

Interview, Major Mark Jeter, formerly Miami-Dade County Animal Services Unit, April 22, 2004.

Interview, Captain Carlos Vazquez and Lieutenant Larry Buck, Miami-Dade County Animal Services Unit, April 28, 2004.

Interview, Dr. Gerald Diaz, President, Florida Veterinary Medical Association, May 18, 2004.

Miami-Dade County Animal Services Unit. <http://www.miamidade.gov/animals/>.

Audit Report – MDPD Animal Services Unit, October 11, 2002. Cathy Jackson, Director, Audit and Management Services Department, to Carlos Alvarez, Director, Miami-Dade Police Department (response Alvarez to Jackson, 12/3/02; response Jackson to Alvarez, 1/8/03).

Task Force Reports on Miami-Dade County Animal Services Unit, Dade County Veterinary Foundation, 1997-98, 2003.

Sally Byrd, Executive Director, Melanie Otero, Public Relations Director, and Lisa Moore, Humane Care Director, Humane Society of Greater Miami. Interviews, May 11 and May 13, 2004.

Susan Windmiller and Cindy Akerman, Miami-Dade County Juvenile Assessment Center. Interview, May 20, 2004.

Humane Society of Greater Miami. <http://www.humanesocietymiami.org/>.

New York City, New York

New York City Animal Care & Control. <http://www.nycacc.org/>.

American Society for the Prevention of Cruelty to Animals.
<http://www.asPCA.org/site/PageServer>.

Mayor's Alliance for NYC's Animals. <http://www.animalallianceny.org/>.

Omaha, Nebraska

David Carbaugh, Chief Operating Officer, Nebraska Humane Society. Interview, February 13, 2004.

Nebraska Humane Society. <http://www.nehumanesociety.org/index.html>.

Orange County, California

Ryan Draybeck, Public Education Officer, Orange County, California Animal Care Services. Interview, May 6, 2004.

Orange County, California Animal Care Services. <http://www.ocpetinfo.com/>.

Orange County, North Carolina

John Sauls, Director, Orange County, North Carolina Animal Control. Interview, May 6, 2004.

Palm Beach County, Florida

Captain Gina DiPace, Palm Beach County Animal Care & Control. Interview, February 25, 2004.

Palm Beach County Animal Care & Control. <http://www.co.palm-beach.fl.us/pubsafety/animal/>.

Pinellas County, Florida

Pinellas County Animal Services. <http://www.pinellascounty.org/animalservices/default.htm>

San Diego, California

Dawn Danielson, Assistant Director, San Diego County Animal Services. Interview, March 30, 2004.

San Diego County Animal Services. <http://www.sddac.com/>

San Francisco, California

Kat Brown, Director of Operations, San Francisco Animal Care & Control. Interview, February 17, 2004.

San Francisco Animal Care & Control. http://www.sfgov.org/site/acc_index.asp.

Friends of San Francisco Animal Care & Control. <http://fsfacc.org/>.

San Francisco SPCA. <http://www.sfspca.org/>.

ATTACHMENT C. SUMMARY OF BEST PRACTICES

Spay/Neuter Services

- SPOT Program – Low cost vouchers for pet owners to receive shots, spay and neuter services (Broward County)
- Free spay and neutering services for low income citizens (Pinellas County)
- Spay and neuter rebate coupons to service-area residents and through veterinarians participating in subsidized spay/neuter program (San Diego Department of Animal Services)
- 200 free spays/neuters are performed one day every 3 months; in addition 5 spays/neuters are performed at a subsidized rate everyday (Maricopa County)

Placement Partners

- Works with Broward Humane Society on adoption efforts (Broward County)
- Agreements with local pet stores to adopt cats (Pinellas County)
- Over 80 placement partners (i.e. private animal shelters and rescue groups); accounted for approximately 35% of all adoptions in FY 2002-2003 (San Diego Department of Animal Services)
- New Hope Program – Rescue groups adopt animals that have been at the shelter for a long time and keep them in no-kill facilities until they are adopted (Maricopa County)
- Offsite adoption centers at Petsmart and Pet Supermarket (Palm Beach County)

Advisory Committees

- Board-appointed Animal Advisory Committee to assist in formulating policies, procedures, fee and fine structures and ordinance improvements (Hillsborough County)
- Member of the Animal Care and Control Advisory Board for the County (Palm Beach County)
- Board-appointed Commission of Animal Control and Welfare; addresses issues of animal abuse and cruelty and reports to the Board of Supervisors for the County (San Francisco Animal Care and Control)

Mobile Units

- Mobile Spay/Neuter Unit (Palm Beach County)
- Mobile Surgical Unit (Pinellas County)
- Mobile Adoption Unit (Maricopa County)

Education

- Employees cross-train between the organizations and spend time at each facility (Broward County Animal Care & Regulation and Broward County Humane Society)
- Provides education program for kids in schools and teaches animal safety and care (San Francisco Animal Care and Control)
- Attends monthly meeting with other animal services organizations (Humane Society of Boulder Valley)
- Staff visits other shelters (Boulder Valley)
- Minimum of 12 hours of training for staff (Boulder Valley)
- Invites smaller shelters to attend guest speakers/continuing education events (Nebraska Humane Society)
- Animal Control Officers are NACA trained (Nebraska Humane Society)
- Provided humane education to 11,000 students in 2003/2004 school year (Humane Society of Greater Miami)
- Creating improved educational programs to promote responsible pet ownership (Palm Beach County)

Fundraising

- Second Chance Fund – Special fund to cover the veterinary costs for treatment beyond what typically can be provided (Humane Society of Greater Miami)
- Special fundraising events – Walk for the Animals, Saks Bal Harbour event, Pawsitively Humane auxiliary club (Humane Society of Greater Miami)
- Mandatory fees for bite complaints and citations (Palm Beach County)
- Partner 501(c)(3) conducts fundraising events (San Francisco Animal Care and Control and Maricopa County)
- Humane Society-operated thrift/retail store (Boulder Valley)

Adoption and Pet Ownership Services

- Conducts home visits for “at risk” animals (Palm Beach County)
- 30 day return and care for any adopted animal (Palm Beach County)
- Volunteer-staffed mentoring program to help people and animals adjust after adoptions (Palm Beach County)
- Free obedience training for all adopted animals (Palm Beach County)
- Information kiosks planned for high traffic areas (Palm Beach County)
- All animals put on internet and updated every 15 minutes as impounded (Palm Beach County)
- Dog training classes (Boulder Valley)
- Careful screening of potential adopters to create “perfect matches” (Humane Society of Greater Miami)
- Rabies clinics targeting in low-income areas (Broward County)
- Free animal food for low-income pet owners (Maricopa County)
- Maintains directory of animal-friendly housing and assists pet owners in finding housing where pets are allowed (Maricopa County)

ATTACHMENT D. BEST PRACTICE JURISDICTIONS – ORGANIZATIONAL PLACEMENT

Best Practice Jurisdictions

Jurisdiction	Organizational Placement
Pinellas County Animal Services	Standalone department
San Diego County Animal Services	Standalone department
San Francisco Animal Care and Control	Standalone department
Omaha/Sarpy County, Nebraska	Outsourced (Nebraska Humane Society)
Boulder, Colorado	Outsourced (Humane Society of Boulder Valley)
Maricopa County Animal Care and Control	Standalone department

Peer Jurisdictions

Jurisdiction	Organizational Placement
Miami-Dade County Animal Services Unit	Division of Police Department
Broward County Animal Care & Regulation	Division of Community Services Department
Hillsborough County Animal Services	Standalone department
Palm Beach County Animal Care & Control	Division of Public Safety Department

ATTACHMENT E. BEST PRACTICE JURISDICTIONS – FINANCIAL SUMMARY

Best Practice Jurisdictions

Jurisdiction	Budget	Percent General Fund	Population	Per Capita
Maricopa County Animal Care and Control	\$8,750,000	1%	3,259,093	\$2.68
San Diego County Animal Services	\$11,394,423	16%	2,813,833	\$4.05
Pinellas County Animal Services	\$3,900,000	64%	921,000	\$4.23
San Francisco Animal Care and Control	\$3,400,000	85%	776,733	\$4.38

Peer Jurisdictions

Jurisdiction	Budget	Percent General Fund	Population	Per Capita
Broward County Animal Care & Regulation	\$3,313,556	17%	1,623,018	\$2.04
Miami-Dade County Animal Services Unit	\$5,575,000	16%	2,253,362	\$2.47
Palm Beach County Animal Care & Control	\$7,200,000	70%	1,131,184	\$6.37
Hillsborough County Animal Services	\$6,041,796	63%	998,948	\$6.05

Note: The International City/County Management Association recommends that animal care and control be funded at a level of \$4 per capita, based on service area population.

ATTACHMENT F. "FRIENDS OF THE SHELTER" COMPARISON

Friends of San Francisco Animal Care and Control

Established: 2000 by volunteers within the department

Classification: 501(c)(3) corporation

Board Members: 5 regular members; up to 8 members permitted

Function: Provides support to San Francisco Animal Care and Control in animal care, adoption placement, and public education; raises funds and recruits corporate sponsors to supplement limited budgeted funding

Notes:

- Board members are current and former shelter volunteers
- Department offers suggestions as to how organization can spend money raised; but organization makes final call on use of funds
- Has close contact with department director and deputy director on projects
- Department reviews publications, issues and other matters the organization supports because the Department's name is part of the organization's name (publications may include a disclaimer noting the organization is distinct from the department)

Los Angeles County Animal Care Foundation

Established: 1984 by volunteers within the department

Classification: 501(c)(3) corporation

Board Members: Currently between 7 and 9; up to 20 permitted

Function: Raises funds to enhance care and increase adoption of unwanted animals

Notes:

- Board includes two active volunteers and three veterinarians
- Board meets 3 to 4 times per year
- Foundation created based on idea of a former Animal Care and Control Director
- Donors are more generous toward foundation than County; County refers most donors to the foundation
- Foundation raises \$300,000 – 350,000 per year
- Foundation would like more input in the running of the shelter

Friends of Long Beach Animals

Established: 1990 by shelter volunteers

Classification: 501(c)(3) corporation

Board Members: 9 board members

Function: Promotion of the humane treatment and care of animals through the education of the public as to pet owner responsibilities as well as increasing awareness and supporting laws and legislation that make abuse of animals a serious crime.

Notes:

- About 800 paying members/volunteers
- No employees – run entirely by volunteers
- Provides additional funds and assistance to Long Beach Animal Control
- County does not consult them on matters concerning animal services
- Developed an outreach program in 1999 called SNIP (Spay/Neuter Incentive Program) targeting low-income, high-volume, pet over-populated areas
- Developed humane education classes and ran them in local parks
- Pays certain veterinarian bills for stray animals in the care of Long Beach Animal Control on a case-by-case basis
- Over the past 5 ½ years paid \$199,695 for the spaying/neutering of 4,000 cats, 2,549 dogs, 50 rabbits, and one hamster (6,600 animals in total since July 1, 1998)

ATTACHMENT G. BEST PRACTICE JURISDICTIONS – OPERATIONAL SUMMARY

ADOPTION

Best Practice Jurisdictions

Jurisdiction	Intakes	Adoptions	Adoption %
Boulder, Colorado	8,163	6,185	76%
San Francisco Animal Care and Control	9,877	6,356	64%
Omaha/Sarpy County, Nebraska	29,998	13,938	46%
Maricopa County Animal Care and Control	57,699	25,996	45%
Pinellas County Animal Services	17,481	5,716	33%
San Diego County Animal Services	29,644	8,923	30%

Peer Jurisdictions

Jurisdiction	Intakes	Adoptions	Adoption %
Palm Beach County Animal Care & Control	23,084	5,021	22%
Broward County Animal Care & Regulation	18,945	4,014	21%
Miami-Dade County Animal Services Unit	32,136	4,422	14%
Hillsborough County Animal Services	31,638	2,618	8%

EUTHANIZATION

Best Practice Jurisdictions

Jurisdiction	Intakes	Euthanizations	Euthanization %
Pinellas County Animal Services	17,481	12,808	73%
Maricopa County Animal Care and Control	57,699	29,691	51%
Omaha/Sarpy County, Nebraska	29,998	14,300	48%
San Diego County Animal Services	29,644	10,006	34%
San Francisco Animal Care and Control	9,877	2,943	30%
Boulder, Colorado	8,163	1,103	14%

Peer Jurisdictions

Jurisdiction	Intakes	Euthanizations	Euthanization %
Hillsborough County Animal Services	31,638	26,206	83%
Miami-Dade County Animal Services Unit	32,136	21,205	66%
Broward County Animal Care & Regulation	18,945	12,448	66%
Palm Beach County Animal Care & Control	23,084	15,043	65%

ATTACHMENT H. ANIMAL CARE & CONTROL – ROOTS AND TRANSFORMATION

The role of the public animal control agency in the United States was established in the 1940s, legislated into existence at the state level primarily in response to a serious and persistent threat of rabies, with dogs as the principal carriers. In 1938 rabies became a nationally reportable disease; the decline in cases documented nationally throughout the 1940s is attributed to the success of the new animal control (pick-up of stray and dangerous dogs) and vaccination programs of that decade. According to data compiled in 2001 by the national Centers for Disease Control and Prevention, the number of human deaths attributable to rabies declined from more than 100 to fewer than three per year over the course of the 20th century.

During these early decades of animal control in Miami-Dade County, stray dog pick-up and management of the “dog pound” was the purview of municipalities. In 1955, the City of Miami and several other area municipalities entered into a contract for these services with the Humane Society of Greater Miami (HSGM), a private animal welfare organization established in 1936. Soon after, in 1958, Miami-Dade County adopted an ordinance requiring rabies vaccination and licensing of all dogs and prohibiting dogs from wandering unleashed on public streets. The County began providing animal services in unincorporated areas in 1960, while HSGM continued to provide contractual animal control services to cities such as Miami until 1972. Today, the ASU is the sole agency, public or private, responsible for animal control in Miami-Dade County.

Meanwhile, long before public health concerns spurred the rise of public animal control functions, private animal welfare organizations were actively working on behalf of animals, with particular focus on preventing animal cruelty. The oldest humane organization in United States, the American Society for the Prevention of Cruelty to Animals (ASPCA), was established in 1866 in New York City. Seven years later, the first federal law protecting animals against cruelty, the Twenty-Eight Hour Law, was enacted. Cruelty prevention societies soon were established in cities across the country, such as the San Francisco SPCA in 1868. In these early years, much of the focus was on work animals such as horses. These organizations advocated for anti-cruelty legislation, operated ambulance services for injured horses and other animals, developed education programs, and built shelters for stray and injured animals.

While the primary mission of these organizations remained centered on animal welfare, many humane and cruelty-prevention societies, like the Humane Society of Greater Miami, got into the animal control business in partnership with local government. Many of those organizations involved in public partnership animal sheltering prior to the enactment of animal control laws sooner or later found themselves at cross purposes. According to HSGM, the adoption of Miami-Dade’s animal control ordinance in 1958 “resulted in a staggering 20 percent increase in the number of dogs surrendered for adoption to HSGM by owners who claimed they could not afford the inoculations and license fees.” Organizations established to protect animals found it necessary to euthanize animals in growing numbers due to shelter overcrowding, which in turn caused discontent among members and donors. Consequently, in recent decades relations between public and private animal agencies became increasingly strained.

The 1970s brought into focus a national companion animal overpopulation crisis. Considerably more dogs and cats were being born each day than were wanted by responsible owners, shelters were filling up, and euthanasia rates continued their rise. In 1973 the ASPCA introduced a requirement that all animals adopted out of its New York City shelters be spayed or neutered; many states now have enacted laws replicating this policy. The Humane Society of the United States promoted a programmatic formula based on legislation, education, and sterilization (LES) intended to stem the population explosion. By offering training to shelter employees around the country and through new publications such as *Animal Sheltering* magazine, the HSUS was successful in establishing the LES formula in communities nationwide. In an attempt to quantify the situation, a newly-formed National Council on Pet Population Study and Policy began conducting nationwide surveys of shelter animals in 1993. The following year saw the development of the nation's first statewide subsidized spay/neuter program in New Jersey.

Communities were slow, however, to recognize that while local and state law addressed canine-related issues in some depth, cats were on their way to becoming the country's most popular pet (overtaking dogs in the 1980s), yet with very little legislation either for their control or their protection. The "dog pounds" of yesteryear are now populated with large numbers of cats as well. While new low-cost spay/neuter programs have proven popular and successful, there appear to be many points on which to disagree. Many towns and cities around the country now are torn by disputes between supporters and opponents cat registration, of leash laws for cats, of the maintenance of feral cat communities, and of limitations on the number of cats (and other animals) per household.

Changing trends, challenges, and conflicts such as these all point toward the need for fresh, flexible approaches to animal care and control. While each of the best practice jurisdictions studied as part of this review continues to place importance on addressing public health concerns through rabies vaccination and pick-up of strays, all have demonstrated a more global, collaborative, and proactive approach to animal care and control that also focuses on fostering humane population control and facilitating animal adoption.

ATTACHMENT I. ADVISORY BOARD COMPARISON

Hillsborough County – Animal Advisory Committee

Number of Members: 10

Members appointed by: 7 by Board of County Commissioners, 2 by Hillsborough County Veterinary Medical Society, 1 by Humane Society of Tampa Bay

Term of appointment: 4 years (maximum two consecutive terms)

Qualifications: N.A.

Reports to: Animal Services Department, County Administrator, BOCC

Offices: Chairman, Vice-Chairman, Secretary

Meetings: Monthly

Financial oversight: None

Orange County (CA) – Animal Control Advisory Board

Number of Members: 7

Members appointed by: Board of Supervisors

Term of appointment: 2 years (may be reappointed to one second term)

Qualifications: Animal interest, veterinarian, general public (3 district reps, 2 at large)

Reports to: Director of Animal Control

Offices: Chairperson, Vice-Chairperson, Secretary

Meetings: Monthly

Financial oversight: None

City of Fort Wayne – Fort Wayne Animal Control Commission

Number of Members: 5

Members appointed by: 3 by Mayor, 2 by Common Council

Term of appointment: 3 years (no term limits)

Qualifications: “Interest and knowledge of animal care”

Reports to: Director of Public Safety

Offices: Chair, Vice-Chair, Secretary

Meetings: Monthly

Financial oversight: Administers Animal Care Fund

Palm Beach County – Animal Care and Control Advisory Board

Number of Members: 9

Members appointed by: Each County Commissioner appoints one member

Term of appointment: Indefinite

Qualifications: N.A.

Reports to: Director of Animal Care and Control Division

Offices:

Meetings: Monthly

Financial oversight: None

San Francisco – Commission of Animal Control and Welfare

Number of Members: 10

Members appointed by: 7 appointed by Board of Supervisors' Rules Committee; non-voting members represent Animal Control, Police, Health, and Park & Recreation Departments

Term of appointment: 2 years

Qualifications: "Interest and experience in animal matters"; one licensed veterinarian

Reports to: San Francisco Board of Supervisors

Offices: Chair, Vice-Chair

Meetings: Monthly

Financial oversight: None

